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GENERAL DEBATE

REPORT OF THE EXECUTIVE DIRECTOR OF THE UNITED NATIONS INTERNATIONAL DRUG CONTROL PROGRAMME

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INTRODUCTION

1. One year has passed since the birth of the United Nations International Drug Control Programme (UNDCP), a period in which far-reaching changes transformed society and marked the beginning of a new era in international relations. A parallel can be drawn between the end of ideological confrontations and the end of the polarization that has, for many years, characterized the drug issue. The era of mutual accusations and self-justification is over and perspectives have finally converged. The moment has come when all in the international community share a compelling sense of urgency about addressing the problem of illicit drugs and recognize that determined multilateral action presents an opportunity for more effective international drug control. The world can hardly afford further delays. If rapid action is not taken, with all available resources, this opportunity may well vanish.

2. The alarming information that is being received from every corner of the globe should prompt the international community to strengthen its resolve. As stated in the report of the International Narcotics Control Board (INCB) for 1991, "despite some encouraging developments and resolute pursuit of counteraction ... at the community, national, regional, bilateral, and multilateral levels, the drug abuse situation world-wide remains grim". 1/

3. The world is facing a social emergency, a crisis of unprecedented gravity. There are striking examples of the fact that drug abuse is increasingly spreading in many nations, rich and poor. In the former Soviet Union, the number of drug addicts has nearly doubled in five years, while thousands of hectares of opium poppy and cannabis are being planted. This is a vast and vulnerable market with a formidable appeal for international traffickers. Africa is witnessing a staggering increase in the trafficking in and abuse of narcotic drugs and psychotropic substances. There is concern that cultivation of opium poppy and coca bush may be developing in that continent. Reports from South America indicate the spread of poppy cultivation and heroin manufacture. China is seeing a reappearance of addiction to opiates originating from the "Golden Triangle" in South-East Asia. Other drug markets are growing around the world. Thus, for example, heroin addiction is spreading rapidly in India and Pakistan, where it was virtually unknown before 1980. Without renoumcing the lucrative markets of the North, drug traffickers are moving South, attacking societies that are ill-equipped to tackle the problem.

4. The illicit drug trade is adjusting to enforcement activities and to changes in drug preferences by diversifying supply and opening new markets. For example, as the demand for cocaine declines in the United States of America, the influx of cocaine into Africa, Asia and Europe is on the rise. Record amounts of heroin and cocaine are being smuggled into Europe through the former Soviet Union and through new routes in the Balkan area. New trafficking patterns are emerging in Central America.

5. Profits derived from illicit drug trafficking remain at staggering levels, estimated at hundreds of billions of United States dollars. Drug trafficking, supported by organized crime, is imitating the most sophisticated structures of multinational firms, using an intricate international network to link financing, production, trade, new markets and profit reinvestment.

6. Confronted with the devastating impact of organized crime activities, the international community has recognized in recent years that effective drug control calls for a truly global and multidisciplinary strategy, developed and coordinated by the United Nations.

7. In the first year since the establishment of UNDCP, both organizational and substantive concerns have been dealt with. The present report does not dwell on the organizational changes made by the Programme that were documented in the information provided to the General Assembly at its forty-sixth session. In response to General Assembly resolution 45/179, these organizational changes were directed towards the establishment of a new entity capable of rising to the challenge of extremely complex mandates and expectations. With the new structure, the Programme has been able to draw on different areas of expertise and to ensure the complementarity of functions between normative and operational activities.

8. Another innovative element in the new organizational set-up of UNDCP can be drawn from the administrative arrangements approved by the Economic and Social Council in its resolution 1991/48, whereby the entire Programme assists INCB in fulfilling its treaty-based functions.

9. At the same time, UNDCP has ensured that ongoing activities have not been affected by these changes. In 1991, UNDCP even expanded its activities and intensified its contact with Governments, which have been increasingly turning to the Programme for various forms of assistance, ranging from the provision of training and advisory services to technical cooperation.

10. Evidence of the expansion of UNDCP activities can be found in the increase in expenditure incurred under the operational budget; from nearly $US 43 million in 1990 to $US 57 million in 1991.

11. More important for UNDCP has been the definition of its objectives and priorities, in the light of the various mandates entrusted to it, and the development of measures in response to the expectations placed upon the Programme. In this regard, mention should be made of the extensive consultations that have taken place with other organizations, within and outside the United Nations system, on the establishment of true coordination, in particular with regional and international financial institutions.

12. The fact that UNDCP should be the focal and coordinating point for the comprehensive drug control strategy does not mean that the Programme should be involved in each and every undertaking. That would be unrealistic. The objective is for all multilateral and bilateral initiatives to be supportive of an agreed strategy for which UNDCP would act as the source of inspiration and the international custodian.

13. Another important development in the Programme relates to money-laundering. UNDCP has been building a repository of national laws and regulations on money-laundering, currency-reporting, bank secrecy and confiscation. It has also been developing expertise in both the investigation and prosecution of drug-related money-laundering cases and has made contact with the Financial Action Task Force, established by the heads of State or Government of seven major industrial nations and the President of the Commission of the European Communities at the fifteenth annual economic summit, held in Paris in July 1989. UNDCP has prepared a technical cooperation programme to train officers responsible for administering and

enforcing money-laundering laws and has been providing support to Governments in drafting such laws.

14. Increased attention has been given to efforts to control chemical precursors. In 1991, for the first time, a Government proposed the scheduling of 10 substances under the United Nations Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances, 1988. 2/ UNDCP has assisted INCB in the assessment of those substances. A programme of data collection and improved communications on chemicals was prepared, in cooperation with the Customs Co-operation Council (CCC) and the International Criminal Police Organization (ICPO/Interpol), to assist countries in identifying suspicious transactions and regulating trade in precursors and essential chemicals. Arrangements have been made for the convening in 1992 of an expert group meeting of law enforcement and other regulatory officials to develop guidelines on the identification of suspicious transactions in precursors and essential chemicals.

15. Another important area has been the expansion in the capacity of the Programme to analyse the drug abuse problem in all its dimensions with a view to assisting Governments in defining comprehensive national strategies and plans for drug control. In this regard, UNDCP missions to countries in the Andean subregion and in Asia have resulted in the promotion of national, subregional and regional plans.

16. The present report will focus on the policy framework and programme activities of UNDCP in its first year of existence, in addition to highlighting the results of fund-raising activities.

I. POLICY FRAMEWORK

A. Integrated approach

17. Whether formulating general strategies or selecting individual projects, UNDCP has adopted a comprehensive vision, recognizing the interlinkage between drug production, trafficking and consumption; efforts to control one manifestation of the problem will have little effect without parallel efforts to control the others. Supply and demand are two aspects of the same problem and must be dealt with at the same time. The relationship between these two components is extremely complex. On the one hand, there is a necessity to consider demand reduction as an indispensable element of any policy against drugs; on the other hand, without effective control of supply the impact of any intervention would be greatly weakened, if not cancelled.

18. Another global dimension that has been taken into account is the geographical one: efforts in one country or region are frequently insufficient without parallel efforts - and results - in other areas where the same or similar circumstances prevail. The inability of one country to join the common front frustrates the efforts of all the rest.

19. The Programme has attempted to include measures to deal with each of the complex aspects of the drug problem, with an appropriate attack on the various links in the drug chain.

B. Coordination measures

20. The Programme has endeavoured to be a channel of communication and effective coordination on all drug control matters within the United Nations system, in compliance with General Assembly resolution 45/179. UNDCP now participates fully in the work of the Administrative Committee on Coordination (ACC) and its subsidiary organs. Through the ACC machinery, UNDCP has contributed not only to the ACC annual overview report, but also to United Nations system activities on such priority subjects as international drug abuse control, system-wide plan of action for African economic recovery and development, activities of the organizations regarding the evolving situation in the former Soviet Union and Eastern Europe, the role of the United Nations system in the implementation of international development strategy, and various aspects of environmental problems and development, particularly in rural areas.

21. During 1991, two ad hoc inter-agency meetings were held on coordination in matters of international drug abuse control. Those meetings served as a vehicle for developing new ways and means of coordination within the United Nations system, including joint planning and programming, coordination of operations at the field level and the development of a strengthened information management system. In order to enhance joint planning and programming, it was decided that in addition to the practice of identifying a theme for informal consultations, future meetings would also identify geographical topics for discussion. An inter-agency update on drug control activities in the United Nations system was developed and distributed among the agencies. The update is prepared by UNDCP every six months based on information provided by the agencies involved. To facilitate the exchange of information at both the policy-making and technical levels, a list of focal points for drug abuse control matters in the various programmes and organizations was established and circulated at the second ad hoc inter-agency meeting. UNDCP continued its coordinating role in the ongoing review of the United Nations System-Wide Action Plan on Drug Abuse Control (E/1990/39 and Corr.1 and 2 and Add.1).

22. A dialogue was initiated with the World Bank regarding cooperation in the field of drug abuse control. UNDCP plans to encourage the World Bank to start introducing a "drug dimension" in its overall lending and programming policy. In practical terms UNDCP is endeavouring to establish cooperation with the World Bank in three main areas: research on the impact of illegal drugs on the economy of countries; sponsoring of technical assistance in support of World Bank lending activities; and preparation of development strategies and plans, in particular those concerning the major drug-producing countries.

23. Efforts have also been made to start cooperation with regional development banks. As a result of discussions with the Inter-American Development Bank (IDB), a concrete proposal for a joint UNDCP/IDB programme in one of the major producer countries is in an advanced stage of negotiation. Exploratory discussions have also been initiated with the Asian Development Bank. Following the realization of a joint programme of technical cooperation with the International Fund for Agricultural Development (IFAD) in the Lao People's Democratic Republic, extensive consultations were held last year with IFAD for strengthened collaboration in programming and implementing joint activities for reducing illicit supply.

24. In addition to direct consultations with international financial institutions, UNDCP has also endeavoured to include drug control issues at meetings to examine economic and social development plans of countries, such as the World Bank consortium meeting on Bolivia and the UNDP-sponsored round table on the Lao People's Democratic Republic.

25. In 1991, UNDCP undertook yet another particularly promising, pioneering initative: the development of a "debt-for-drugs" swap concept. This innovative version of the "debt-for-development" swap concept is aimed largely at converting the official bilateral debt of heavily indebted producer countries into local currency debt, the servicing of which would be set aside in a national "fund for alternative development", to be used specifically for the financing of drug control/alternative development activities.

26. The need to intensify cooperation within the United Nations system on drug control issues was recognized by the major United Nations funding agencies and reflected in the establishment in 1991 of a Task Force on Drug Control of the Joint Consultative Group on Policy, of which the World Food Programme, the United Nations Children's Fund (UNICEF), the United Nations Development Programme (UNDP), the United Nations Population Fund (UNFPA), and IFAD are members. A first meeting of the Task Force has been scheduled for March 1992 to strengthen coordination in project planning, funding, implementation and evaluation among UNDCP and the other United Nations entities mentioned above.

27. UNDCP has also intensified its dialogue with other concerned organizations and agencies. At the core of this exercise is increased attention to direct contact among the respective specialists. The concept is most advanced with the International Labour Organisation (ILO) and with the World Health Organization (WHO) Programme on Substance Abuse. Notable in this connection was a decision to enter into a tripartite execution arrangement with ILO and WHO in a multi-year project on drug abuse prevention in the workplace in developing countries. UNDCP and WHO also sponsored a technical brainstorming session on the craving mechanism. Joint programming exercises with WHO for field activities have also been carried out where required. UNDCP and WHO are collaborating particularly closely in the development of a demand reduction programme for eastern and central Europe. A Memorandum of Understanding was signed with the United Nations Educational, Scientific and Cultural Organization (UNESCO) to initiate a joint programme of cooperation in drug abuse prevention.

28. Under the auspices of UNDCP, a meeting of drug law enforcement training experts from Australia, Canada, Finland, France, Germany, Iceland, Italy, Norway, Sweden, United Kingdom of Great Britain and Northern Ireland and United States of America, together with CCC and ICPO/Interpol, was convened to examine international coordination of training projects and the development of a drug control programme for the Balkan route countries.

29. In proclaiming (in its resolution S-17/2, annex) the years 1991-2000 as the United Nations Decade against Drug Abuse, the General Assembly identified as its principal objective the promotion of the implementation of the Global Programme of Action and its translation into practical action to the widest possible extent. Efforts begun in the initial phase of the Decade under the theme "A Global Response to a Global Challenge" will undoubtedly intensify in the years ahead. The appointment of a full-time Coordinator for the Decade was welcomed by the General Assembly in its resolution 46/103, section I. The

Coordinator, able to draw on the entire resources of the Programme, is to promote and monitor international efforts for the Decade and will be responsible for preparing reports required by intergovernmental bodies. The Assembly, in the same resolution, requested that the Commission on Narcotic Drugs keep it informed on developments in this area. To expedite the promotion and observance of the Decade, Governments have been invited to establish, if they have not already done so, national focal points or coordinating committees for the United Nations Decade against Drug Abuse. The responses will be compiled in a master directory designed to facilitate the exchange of information on activities, findings and developments.

30. The International Conference of Mayors against Drugs and UNDCP have jointly established the Urban Action Fund against Drugs. Contributions raised by various cities worldwide will be donated to the Urban Action Fund, which will be supported by UNDCP and supervised by the Executive Committee of the International Conference of Mayors against Drugs and by UNDCP. These contributions will be used to operate programmes within cities on research and development and the exchange of information and experiences and to provide funds for assistance projects in prevention and treatment and rehabilitation to cities in developing countries. UNDCP will sponsor the future meetings of the International Conference of Mayors against Drugs, beginning with the next one, which will be held at Buenos Aires from 21 to 22 May 1992.

31. UNDCP continued to maintain close coordination with the New York Non-Governmental Organization Committee on Narcotics and Substance Abuse and the Vienna Non-Governmental Organization Committee on Narcotic Drugs. In addition, various non-governmental organizations continued to be actively involved in the execution of UNDCP technical cooperation projects worldwide.

C. Technical cooperation overview

32. In 1991, the UNDCP operational budget of $US 71.2 million enabled the provision of financial and technical assistance to 65 countries in all regions through 118 drug control projects at the national level. In addition, the operational work programme for 1991 included 49 regional and global projects supporting a broad range of drug control activities, such as specialized training, advisory services, research and seminars (see table). Those activities have been implemented by various entities of the United Nations system, as well as by other international agencies and non-governmental organizations.

UNDCP operational activities, 1985-1991

Item	1985	1986	1987	1988	1989	1990	1991
Operational budget (millions of dollars)	18.7	21.4	39.8	60.4	62.5	69.3	71.2
Number of countries (country programmes)	25	31	35	40	49	67	65
Number of projects (country and global)	69	95	115	121	152	159	167
Sectoral distribution of funds (percentage)							
Reduction of supply	49	38	45	42	34	39.0	46.0
Reduction of demand	12	16	18	24	34	28.5	22.0
Strengthening control measures	26	33	28	26	25	25.0	22.3
Research	1	1	1	1	1	0.5	0.2
Field operations support (working arrangement with UNDP)	6	7	5	4	4	4.5	7.0
Administration, programme evaluation	6	5	3	3	2	2.5	2.5

33. The total estimated expenditure for 1991, $US 57.0 million, represents a delivery rate of 80 per cent of the operational budget. In 1991, expenditure increased by 15.6 per cent compared with 1990 and by 42.2 per cent compared with 1989.

34. Parallel to the intensification of field operations, the UNDCP field adviser network was strengthened both in the number of its offices and in its geographical coverage, with some offices assuming regional functions. In this respect, the Programme, in line with the Declaration adopted at the Meeting of Senior Officials on Drug Abuse Issues in Asia and the Pacific, held in Tokyo in February 1991, decided to establish a regional coordinating office in Thailand to promote and further develop, inter alia, subregional strategies in the area. Currently, field offices are located in Afghanistan, Barbados (covering the Caribbean), Bolivia, Brazil, Colombia, Ecuador, Gabon (covering central Africa), India, Kenya (covering eastern Africa), Lao People's Democratic Republic, Myanmar, Nigeria, Pakistan, Peru and Thailand. An office in Côte d'Ivoire (covering western Africa) is expected to be opened shortly.

35. The Programme continued to collaborate with UNDP, which is providing general support services on the basis of the 1987 working arrangement and with the United Nations Industrial Development Organization, which is providing administrative support for a number of projects. In implementing its operations, UNDCP has relied on other United Nations entities, specialized agencies, non-governmental organizations and other international and regional organizations.

36. In 1991, the Programme arranged and supervised nine evaluation missions encompassing 24 projects. Those evaluations were conducted to ensure the best possible use of UNDCP resources in pursuance of its drug control mandate. In order to improve their cost effectiveness, project evaluations were clustered within countries and sectors to the extent possible. Two projects were reviewed in Africa, three in Asia and 19 in South America.

37. In Latin America, an evaluation was conducted of UNDCP activities in Brazil concentrating on the prevention of drug abuse and illicit drug trafficking. A comprehensive evaluation mission also took place in Bolivia, one of the largest recipients of UNDCP assistance in supply reduction, where seven projects were reviewed. A similar exercise was conducted in Peru for two supply reduction projects. In Colombia, six demand reduction projects were also reviewed, while three demand reduction projects have been evaluated in Ecuador.

38. In Africa, a regional project for laboratory development was evaluated. The pilot rural development/income generating project in Morocco was also reviewed in order to assess project achievement and possibilities for further assistance.

39. Evaluations in Asia comprised two demand reduction projects in Thailand and a rural development/income generating pilot project in the Lao People's Democratic Republic.

40. Evaluations confirmed that, in general, projects have been consistent with the goals of the Programme and that major modifications in the design of operational activities were not required. It was, however, concluded that in some projects drug control objectives should be spelt out in greater detail. A number of useful improvements could also be made on the organizational context of projects, thus increasing their impact and cost-effectiveness. The scope of evaluations has been extended with the establishment of the new Programme so as to include the full spectrum of activities in addition to traditional reviews of technical cooperation.

D. Master plans and subregional strategies

41. For a number of years the United Nations has been encouraging the adoption by Governments of instruments containing a comprehensive analysis of drug control issues and requirements at the national and regional levels. To that end, in the early 1980s, the former United Nations Fund for Drug Abuse Control conceived the master-plan approach, which was subsequently endorsed by the Commission on Narcotic Drugs at its thirty-second session 3/ and the Economic and Social Council in its resolution 1987/32.

42. Each master plan is adopted at the national and regional level as the single document outlining all national or regional concerns in drug control. It summarizes authoritatively national policies and, at the same time, defines priorities and apportions responsibilities and resources for drug control efforts. The master plan also constitutes a reference for bilateral and multilateral institutions that may provide technical cooperation or financial support to the country or region concerned.

43. Master plans are an attempt to view the drug abuse problem in its totality and in relation to other country-wide issues. In general, drug control concerns reflected in a master plan stand a better chance of being taken into account when decisions are made on national development activities because of their greater visibility and their implications for domestic and foreign resource allocation. UNDCP considers master plans to be indispensable for a consistent, global strategy in international drug control.

44. Giving assistance to individual countries, however, even in the context of national master plans, is not sufficient to ensure lasting results in preventing illicit drug production, trafficking and abuse. Because of the transnational character of illicit drug production and trafficking, effective programmes must be carried out at the subregional and regional levels. The basic element of this new approach consists in obtaining the agreement of the countries in crucial subregions to work out joint programmes. For the success of these programmes, it is essential that UNDCP be closely involved not only in providing assistance but also in executing the projects. This modus operandi implies mutual monitoring of the activities of the collaborating countries and direct observation by UNDCP personnel of progress in the operations. The Global Programme of Action adopted by the General Assembly by its resolution S-17/2 includes a specific mandate to UNDCP recommending that States shall increase their cooperation with the Programme in support of such a subregional strategy.

1. Africa

45. The African continent can be divided into four subregions: western, central, eastern and southern, and northern. Each subregion has institutions aimed at achieving political and economic union among the countries in that subregion. In keeping with this vision, UNDCP is developing a strategy of assistance focusing on the need for Governments to work together to deal with their common concerns at the subregional level.

46. States in central Africa have clearly adopted such a strategy as part of their subregional policy. The decisions adopted in April 1991 by the Heads of State Summit of the Economic Community of Central African States (ECCAS) appear to be the most advanced so far. The ECCAS decisions include providing the subregion with a plan of action against drug trafficking and abuse. The Summit also mandated the Secretary of ECCAS to negotiate drug-related agreements on behalf of central African States and, furthermore, decided to create a special body called the Technical Committee to examine drug problems and prepare proposals for decisions to be taken at the subregional level. A drug unit has been established within the ECCAS secretariat. Under these circumstances, UNDCP has undertaken to assist ECCAS in developing a subregional strategy through a three-year multi-sectoral project. In western Africa, UNDCP has been able to carry out projects in accordance with its subregional strategy and has extended its cooperation in legal matters.

2. Asia and the Pacific

47. Significant progress was achieved in the elaboration of subregional strategies in the region in 1991. UNDCP engaged in extensive consultations with China, Myanmar and Thailand with a view to developing cooperative action to stem the problems of illicit narcotics production, trafficking and consumption. The Executive Director headed a mission to Beijing and Yunnan Province in May 1991 that resulted in an agreement on a subregional project for the border area between China and Myanmar, entailing a UNDCP contribution of over $US 7.5 million. Meetings at Chiang Mai, Thailand, in March 1991

resulted in the design of a similar project for an area along the Myanmar-Thai border, entailing a UNDCP contribution of over $US 4.5 million. Both projects will follow a three-pronged approach, involving activities dealing with law enforcement, demand reduction and rural development/income substitution.

48. There have also been several encouraging developments in the elaboration of a subregional strategy in Afghanistan, the Islamic Republic of Iran and Pakistan. During the Meeting of Senior Officials on Drug Abuse Issues in Asia and the Pacific, a meeting was organized by UNDCP with representatives of the Islamic Republic of Iran and Pakistan to discuss the possibility of collaboration. Subsequently, at the invitation of the Governments of those two countries, UNDCP arranged a mission to assess the ongoing drug abuse control efforts in their border areas and to examine possibilities for cooperation with UNDCP.

49. In July 1991, UNDCP chaired a meeting of Iranian and Pakistan officials in the border city of Zahedan, Islamic Republic of Iran. Following up on meetings at the provincial level that had occurred between the Islamic Republic of Iran and Pakistan since 1989, the meeting at Zahedan explored means of improving narcotics-related communication links at the national, provincial and local operational levels. UNDCP offered to provide assistance in the form of a project that would begin with the fielding of a communications technician. UNDCP is currently developing a project document that would form the basis for the assistance and for other collaborative efforts that may be developed in the border areas. UNDCP is also exploring the possibility of providing assistance for the interdiction efforts of Iranian and Pakistan law enforcement units in the border regions of Baluchistan.

50. In addition to promoting subregional and regional activities, national master plans were also developed in 1991 at the request of the Governments of Bangladesh and Nepal. Missions in 1991 to the Lao People's Democratic Republic and Viet Nam, jointly with INCB, laid the foundations for comprehensive master plans that will be prepared in 1992.

3. Latin America and the Caribbean

51. Following a decision by the Ministers of Agriculture of the Andean Pact to elaborate a plan of action for crop substitution and alternative development in coca-producing zones of the Andean subregion, UNDCP has provided assistance in the development of such a plan. The plan of action is being designed in cooperation with the International Trade Centre (UNCTAD/GATT) to identify substitute crops for coca leaf and examine export prospects.

52. In 1991, UNDCP supported the World Bank in the preparation of a programme of research into the economic impact of illicit drug production and trafficking on Latin American countries. UNDCP awarded a fifth grant to the Andean Parliament to support the work of the VII Commission of the Parliament, which is studying the harmonization of legislation and the creation of a "judicial space" in the Andean subregion.

53. UNDCP began dialogues with the Governments of Bolivia, Brazil, Colombia, Ecuador and Peru on the need to formulate or update national master plans for drug abuse control following the Executive Director's mission to the region in late 1991.

54. The UNDCP subregional approach for the Caribbean has concentrated on the UNDCP/Interpol Telecommunications Network, which became operational in November 1990 and has since then been widely employed. The network links 28 countries and enables operational drug squads to communicate rapidly and securely with each other in the interdiction of illicit traffic. A regional training project for customs officers was launched in 1991 with the involvement of the Caribbean Customs Law Enforcement Conference. Under the project, basic fax facilities will be supplied to provide rapid communication links between customs services of the region.

55. UNDCP received a request in early 1991 from the Government of Jamaica to establish a regional drug law enforcement training centre at Kingston. That proposal was endorsed by the Caribbean Heads of State at their July 1991 meeting. In June 1991, UNDCP sent a mission to Jamaica to discuss the proposal with the Jamaican authorities. Follow-up discussions are under way with the Government of Jamaica and potential donors.

56. In addition to the regional initiatives, UNDCP has assisted a large number of countries in the Caribbean in elaborating and implementing national master plans.

4. Middle East and the Balkans

57. UNDCP continued to concentrate its efforts in Europe on the regional Balkan route programme, aimed at strengthening drug law enforcement interdiction capacities in the region. In response to new developments in Eastern Europe, UNDCP expanded the geographical scope of the regional Balkan route programme and in 1991 established contact with almost every country in the region.

58. Since the regional Balkan route programme encompasses both transit countries less experienced in drug control matters and countries with a long history and highly developed expertise in drug control, the various bilateral and multilateral activities under that programme require close coordination. For that reason, UNDCP began preparing two projects that will integrate regional, bilateral and multilateral activities monitored by UNDCP. In one of the projects, a regional drug law enforcement training project launched by UNDCP, CCC and ICPO/Interpol, an integrated schedule of training courses in the region will be elaborated in 1992.

59. UNDCP also started the preparation of the second project, a regional Balkan route drug laboratory project, aimed at improving drug analysis by providing equipment and training and strengthening interregional cooperation in that field. The active participation of laboratories in countries at the western end of the Balkan route has been requested, and the first replies have encouraged UNDCP to continue that approach.

60. UNDCP participated in the first meeting of the Balkan route working group, held under the auspices of ICPO/Interpol to develop a joint strategy for the Balkan route and to study how a single joint information system for the Balkan route could operate. The second meeting of the working group was hosted by UNDCP at Vienna in September 1991. Following a recommendation of the second meeting of the working group, UNDCP and ICPO/Interpol prepared a joint questionnaire on a computerized Balkan route information network in December 1991. Replies to that questionnaire will provide a firmer basis for designing future activities. In addition, UNDCP funded two regional training courses held by CCC for customs trainers in the region.

II. PROGRAMME ACTIVITIES

61. In 1991, UNDCP provided secretariat and substantive services for the thirty-fourth session of the Commission on Narcotic Drugs, the forty-ninth and the fiftieth sessions of INCB, and a number of other United Nations meetings dealing with drug-related matters. Among the latter were the meetings of Heads of National Drug Law Enforcement Agencies (HONLEA) for Africa, Asia and the Pacific, and Latin America and the Caribbean, as well as the Sub-Commission on Illicit Drug Traffic and Related Matters in the Near and Middle East and two expert groups to advise INCB on the implementation of article 12 of the 1988 Convention.

A. Strengthening the licit drug control system

62. As confirmed by INCB in its report for 1991, the control system over the licit movement of narcotic drugs and psychotropic substances has, in general, continued to operate satisfactorily. Diversion of narcotic drugs from the licit trade into illicit channels remains rare and close cooperation with Governments has thwarted the diversion of large quantities of psychotropic substances. Many Governments, however, have only just begun to implement appropriate measures with a view to preventing the diversion of substances frequently used in the illicit manufacture of narcotic drugs or psychotropic substances, as required by article 12 of the 1988 Convention. To assist them, a data bank is being established on information furnished by Governments on seizures and on the illicit movement of substances in Tables I and II of the 1988 Convention and other substances used in the illicit manufacture of drugs. In May 1991, a report on the implementation of article 12 was submitted by INCB to the Commission for the first time. Two advisory expert groups, whose members were selected from a panel of experts established by INCB, met in the latter part of 1991 to assist the Board in its review of 10 substances proposed by the United States Government for scheduling under the 1988 Convention. The Board will communicate the results of its assessment to the Commission at its thirty-fifth session (E/CN.7/1992/2).

63. To facilitate implementation of article 12 of the 1988 Convention, the Laboratory of UNDCP has summarized technical information on the already scheduled substances, as well as on those proposed for future scheduling. In addition, knowledge concerning scheduled substances was incorporated into the regular training curriculum for chemists of national laboratories. The establishment of practical guidelines for the role of chemists and forensic laboratories in the operation of law enforcement agencies against clandestine laboratories has started. In line with the Global Programme of Action, the UNDCP Laboratory extended assistance to the WHO Drug Management and Policies Division and Programme on Substance Abuse in the area of drug quality control laboratories. To assist national pharmaceutical and narcotic authorities, the preparation of a new edition of the Multilingual Dictionary of Narcotic Drugs and Psychotropic Substances under International Control has been initiated.

64. On the basis of information provided in 1991 by Governments in their annual reports for 1990 on the functioning of drug control treaties, UNDCP began preparing new editions of two publications, National Authorities Empowered to Issue Certificates and Authorizations for the Import and Export of Narcotic Drugs and Psychotropic Substances and Manufacture of Narcotic Drugs and Psychotropic Substances under International Control.

65. Technical assistance including training courses has been provided to national drug control administrators in all aspects of national and international control of drugs or substances included in international conventions. In 1991, two regional seminars took place, in China and in Kenya. An assistance programme, initiated in 1989 to update and harmonize pharmaceutical laws and regulations in countries in western Africa, continued to be successful.

66. In supporting government efforts to minimize misuse of psychotropic substances and to promote their rational prescription, UNDCP undertook to finalize a formulary tailored to the African situation that will serve as a guide for authorities and health-care personnel.

67. In 1991, UNDCP completed a project in Ecuador to tighten controls over narcotic and psychotropic substances and precursors and essential chemicals by providing training in methods of investigation and of controlling precursors and essential chemicals.

68. As part of a multisectoral UNDCP programme, technical assistance is being expanded to strengthen the controls over the licit production of opium in India through the provision of a computerized registry system, the establishment of a radio network linking all drug control units and the upgrading of the laboratories at the local opium factories.

B. Prevention and reduction of illicit demand for drugs

69. A number of law enforcement projects executed in Africa in 1991 included preventive education as a component. The issue of prevention was specifically dealt with in seven projects, in Egypt, Ghana, Kenya, Mauritius, Nigeria, Senegal and the United Republic of Tanzania. The projects included campaigns to increase public awareness of the consequences of drug abuse; action aimed at educating particularly vulnerable population groups; the involvement of teachers, social workers and community leaders in mass education initiatives; and the elaboration of relevant training materials. Governments in eastern and southern Africa have planned the establishment of a drug abuse monitoring system to, among other things, inform authorities of drug abuse developments at the national level, thereby facilitating prompt responses to such developments.

70. In Latin America, demand reduction programmes were carried out in eight countries in 1991, with many activities concentrating on school-age children. Projects in Bolivian and Colombian cities were aimed at preventing vulnerable young people in urban areas, such as "street children", from turning to crime, violence and drug abuse. The projects offered a range of recreational, counselling and educational activities, coupled with vocational training. Existing institutions, such as schools, youth clubs and community organizations, have carried out preventive education activities to promote the creative and productive use of free time. Peer-group pressure has been used as a prevention strategy in projects involving the training of young people as leaders to organize activities. Public awareness has been raised by using the mass media as a drug abuse prevention tool, by preparing and broadcasting television, cinema and radio spots. Posters, badges, pamphlets, video-cassettes and newspaper articles have carried the same anti-drug message.

71. In South-East Asia, many highland development projects in Thailand have incorporated prevention activities. In Myanmar, prevention activities continued, bringing to a close the third phase of UNDCP assistance, covering the period 1986-1991. A new demand reduction project has also been prepared for Malaysia, which is expected to begin in 1992.

72. Several new preventive education programmes were designed for the countries of South-West Asia in 1991. In Afghanistan, a drug information and reference programme was developed, and the coverage of the ongoing drug awareness campaign for Afghan refugees living in camps at Peshawar, Pakistan, was widened to include extensive training programmes for teachers, religious leaders and community workers. A UNDCP mission visited Bangladesh and designed a five-year programme for comprehensive preventive education. In Pakistan, the ongoing integrated drug demand reduction programme was extended to 1994. In Sri Lanka, a second three-year project for preventive education was developed and will begin implementation in 1992.

73. In the Caribbean, prevention programmes are now in operation in Bahamas, Belize, Dominican Republic, Grenada, Guyana, Jamaica, Netherlands Antilles, Saint Lucia and Trinidad and Tobago. Demand reduction activities are expected to begin in 1992 in Anguilla, British Virgin Islands, Haiti, Montserrat and Turks and Caicos Islands. The main components of these programmes are the development of materials for schools, the training of teachers, community-based prevention activities and the provision of materials for anti-drug media campaigns. A project to produce model prevention material for use in schools in the eastern Caribbean was completed in collaboration with UNESCO.

74. As regards global activities, the development of the International Drug Abuse Assessment System continued. Its database is growing through the computerization of information submitted over the past six years by States through part B of the annual reports questionnaire. (A report on the extent, patterns and trends of drug abuse in the world is being submitted to the Commission (E/CN.7/1992/8)). The Commission has adopted a new version of part B of the questionnaire, which will be distributed in 1992. Additionally, data are collected through another questionnaire, in part 1 of which, Governments, international organizations and non-governmental organizations are requested to report on the extent to which they have been able to fulfil the first seven targets of the Comprehensive Multidisciplinary Outline of Future Activities in Drug Abuse Control. 4/

75. In assisting national drug testing laboratories in demand reduction activities, the Laboratory of UNDCP worked on the establishment of recommended methods for testing body fluids. Working manuals on such methods will be made available to national drug testing laboratories. The collection and distribution of relevant reference standards of metabolites continued.

76. UNDCP supported special courses organized by the International Council on Alcohol and Addictions to upgrade the qualifications of some 170 professionals from 24 countries working in the field of demand reduction, including doctors, nurses, education specialists, and health and social workers. Emphasis was placed on the training of trainers, in keeping with the need for internal follow-up of such training.

C. Treatment, rehabilitation and social reintegration

77. In Africa, projects for treatment and/or rehabilitation are under way in Mauritius, Nigeria and Zimbabwe. Activities include the training of health professionals involved in the treatment of drug addiction and the search for therapies appropriate to African socio-cultural contexts. One innovative development in the field of treatment, rehabilitation and social reintegration was the establishment in Zimbabwe of a resource centre that involved officials, local communities and non-governmental organizations taking care of drug-dependent persons. It is anticipated that more projects will deal with that issue when a more accurate assessment of the extent of drug abuse in the region becomes available.

78. In South-East Asia, two new projects to improve treatment facilities and to train after-care workers were submitted by the Government of the Philippines and approved by UNDCP. Project implementation is expected to begin in 1992. Many highland development projects in Thailand have incorporated aspects of treatment and rehabilitation. In line with recommendations stemming from evaluations, activities have been readjusted to respond to the emerging problems of hill-tribe heroin abuse and of drug-related acquired immunodeficiency syndrome (AIDS). Innovative treatment and rehabilitation activities were carried out as part of a drug rehabilitation project at Bangkok, home of the majority of the heroin abusers in Thailand.

79. UNDCP provided assistance to several treatment and rehabilitation projects, including prototype workplace programmes, in south and south-west Asia. In Afghanistan, a project to study the epidemiology and treatment of drug-dependent persons at Kabul entered its third year in 1991. A treatment and rehabilitation programme was designed for Bangladesh in 1991 as part of the UNDCP master-plan approach. In Pakistan, the objectives of the integrated drug demand reduction project include training and development of community-based treatment and rehabilitation services and material support to treatment professionals, drug users and their families. Following a UNDCP mission to Nepal, a treatment and rehabilitation project has been designed to provide assistance to non-governmental organizations already active in that field. Progress was made also in the implementation of the demand reduction component of the UNDCP programme in India.

80. In Latin America, UNDCP has strengthened treatment and rehabilitation facilities in the Andean countries through training programmes for professionals, particularly programmes offering training in the use of the "therapeutic community" method.

81. As regards global activities implemented in collaboration with WHO, UNDCP supported the development of prototype training materials; the preparation of an information manual on controlled substance analogues (designer drugs); an inventory and mapping of treatment responses and research activities on poly-drug abuse; an analysis of health implications of substance abuse; and an early warning system for the abuse of pharmaceuticals and volatile subtances.

D. Elimination of the supply of narcotic drugs and psychotropic substances from illicit sources

82. In Africa, the widespread availability of psychotropic substances on local street markets continued to be a subject of concern. A full understanding of the illicit supply mechanisms and their social implications will require the identification of appropriate steps to be taken to ensure their suppression. For that reason, UNDCP launched inquiries on that subject in Côte d'Ivoire and Senegal. Similar inquiries are expected in other countries in western Africa and in other subregions. In addition, plans have been drawn up for the launching of a broad-based assistance programme targeting the diversion of psychotropic substances from licit channels. A UNDCP programme to substitute other crops for cannabis in Morocco was positively reviewed in June 1991; it is expected that a second phase of the programme will start in 1992.

83. In South-East Asia, significant progress was made on the integrated rural development project in the Lao People's Democratic Republic, with activities covering the improvement of roads and other physical infrastructure, agricultural training, applied research and the provision of health services. Preparatory activities also began on a second large-scale highland development project financed jointly with IFAD. Six highland development projects in Thailand, designed to eliminate the cultivation of the opium poppy, are being implemented with UNDCP support.

84. In South-West Asia, rural development/crop substitution programmes assisted by UNDCP in Afghanistan and Pakistan continued in 1991. In Afghanistan, the rural rehabilitation and reconstruction project expanded its activities to include the major poppy-producing provinces. Phase one of the Dir District development project in Pakistan was extended for an additional year. A UNDCP mission visited Pakistan in May 1991 to begin preparations for a second phase of the project.

85. The largest UNDCP investments in Latin America were in the area of supply reduction in countries such as Bolivia, Colombia, Mexico and Peru. Projects provided credit, agricultural input (seeds, fertilizers) and technical and managerial know-how. Work in the fields was supported by programmes for community development. Activities included the formation of "friendship groups", women's groups and producers' associations, the improvement of dwellings, health education and vaccination campaigns, and the construction of clean water systems.

86. In southern Cauca, Colombia, it was reported in 1991 that in those areas where a UNDCP supply reduction project had been operating since 1985, the rate of coca eradication had reached 85 per cent. In Peru, activities were focused on the upper valley of the Huallaga and the Cuzco area, while large rural development/income substitution projects continued in the Chapare and Yungas areas of Bolivia.

E. Suppression of illicit traffic

87. UNDCP provided a wide range of legal services to requesting States to assist them in becoming parties to and in implementing the international drug control conventions. Those services included advice on adjusting national laws, policies and infrastructure to implement the requirements and objectives of the conventions; collecting national laws and making them available to all States; and training judges, prosecutors and investigators to effectively apply the laws.

88. In 1991, UNDCP provided 35 States with comprehensive legal advice on adjusting their laws and arrangements. In addition, assistance was provided to eight countries in western Africa as follow-up to a 1990 workshop on the harmonization of licit drug control legislation.

89. In 1991, UNDCP initiated a regional legal workshop programme to assist States in identifying limitations in their legal capacity to fully implement the conventions and to develop legal measures and arrangements to overcome those limitations. At the same time, the workshops encouraged participating States to increase their domestic and regional capacity to effectively implement the conventions and served to establish or improve the legal basis for day-to-day cooperation between them. At the first workshop, held at Livingstone, Zambia, from 25 to 28 February 1991, 10 southern African States were represented. At the second workshop, held at Sigatoka, Fiji, from 2 to 6 September 1991, 17 countries in the Pacific participated.

90. A training programme for judges and prosecutors, begun in 1990, was expanded in 1991. Three seminars were conducted in 1991 for French-speaking States, particularly from Africa, and a project was initiated for English-speaking States in the Caribbean.

91. In 1991, UNDCP published 50 drug control laws from 31 countries, together with a cumulative index of such laws for the period 1987-1990, and began work on a computerized library of legislation to improve the quality of the review and analysis of legislation, as well as States' access to such legislation.

92. The United Nations Drug Law Enforcement Training Manual: A Guide for Law Enforcement Officials has been finalized, published and distributed to States. A document entitled "Drug law enforcement training strategy and procedures", describing the training for drug control trainers, formulated by States and supported by UNDCP, was prepared and adopted by the three regional meetings of HONLEA and by the Sub-Commission in 1991.

93. In cooperation with UNDCP, an international drug law enforcement training seminar for trainers was organized at Cairo by the Anti-Narcotics General Administration of Egypt. Trainers from national drug law enforcement agencies in 12 Arabic-speaking and English-speaking countries of northern and eastern Africa attended the seminar.

94. Contacts were pursued with the Universal Postal Union and CCC for the planning of activities aimed at upgrading the skills of customs and postal officials dealing with drug smuggling. UNDCP funded an expert meeting held by CCC in Kenya on the improvement of customs cooperation among African countries. Moreover, in accordance with the training strategy elaborated by the Fourth Meeting of HONLEA, Africa, held at Nairobi from 15 to 19 April

1991, UNDCP supported initiatives from Governments to upgrade their national training centres in order to enable them to serve as many countries as possible in the region.

95. Work continued on the computerization of drug seizure data and information on trends in illicit drug trafficking. Preparations were made for the convening in early 1992 of a project group (initially involving CCC and ICPO/Interpol and, later, regional intergovernmental organizations) to seek a more coherent and comprehensive approach to the compilation and analysis of data on illicit traffic seizures. The work will conclude with, inter alia, a revision of part C of the annual reports questionnaire, in accordance with Economic and Social Council resolution 1991/45.

96. The extension of the scientific and technical assistance programme of the Laboratory continued during the period under review. In 1991, assistance projects were being developed or implemented for China and India, as well as for Africa and for Latin America and the Caribbean. In addition, a worldwide review was made of the status of the programme to identify gaps in geographical coverage and to serve as guidance for future assistance. Laboratory equipment and material were provided to national laboratories in 23 countries. Scientific information was supplied to many laboratories around the world. Other activities included the provision of basic and advanced training at Vienna and in the regional training centres; the expansion of the collection of reference standards to include chemicals controlled under the 1988 Convention; and the distribution of drug identification kits.

97. In 1991, UNDCP provided Lesotho, Swaziland and Zimbabwe with assistance in the form of forensic laboratory equipment, together with the relevant training, to develop their capacity to identify drugs seized in the illicit traffic and, in the long term, to assist them in setting up subregional training laboratories. Follow-up action aimed at reinforcing previously furnished assistance was initiated in Benin, Ghana, Guinea, the Niger, Kenya and the United Republic of Tanzania.

98. Although, on the whole, sufficient legislation has been enacted in most Latin American countries to deal with the majority of drug-related crimes, judicial systems and law enforcement agencies generally lack the resources to apply the law effectively. UNDCP support in that sector has been designed to enhance the mobility and information-gathering capabilities of law enforcement agencies by providing equipment, together with appropriate training. A series of training seminars for customs officials from the region came to an end in 1991 and further customs training is under consideration.

99. Since March 1991, UNDCP has been assisting the Government of Bolivia in developing measures to counter the intimidation of judges by organized crime syndicates and to ensure that those convicted of serious crimes serve their sentences. The UNDCP project includes the construction of maximum security premises to house a specialized court for cases relating to controlled substances, as well as the setting up of a secure prison wing.

100. Twenty projects in Africa targeted the law enforcement sector, reflecting the need for Governments to react strongly to the threat of emerging drug trafficking within or through their national territories. UNDCP provided equipment to the police, customs or gendarmerie, as well as training to increase the effectiveness of their officers.

101. In 1991, new law enforcement projects or follow-up phases of previous projects started in Algeria, Côte d'Ivoire, Guinea, Mauritania, the Niger and Tunisia. Similar projects were formulated for the Central African Republic, the Congo and Togo and submitted to the Governments of those countries for approval.

102. In line with the basic recommendations of a UNDCP mission to the Balkan countries, UNDCP provided drug detection and surveillance equipment to Governments in the region in 1991. The assistance was provided not only to strengthen national drug law enforcement capacities, but also to promote their meaningful participation in regional operations. Emphasis was placed on strengthening border controls in the region by providing adequate equipment and training to customs officers. In 1991, projects were implemented in Hungary and Turkey, and preparations were made to start projects in 1992 in Bulgaria, Czechoslovakia and Greece. Because of the circumstances prevailing in Yugoslavia, two projects designed to provide assistance to its customs authorities at that country's border crossing areas with Bulgaria and Greece have been suspended.

103. UNDCP activities in the Near and Middle East were limited to law enforcement assistance to individual countries. In Cyprus, computer, communications and other technical equipment, as well as sophisticated surveillance equipment, were provided to the police drug squad, and drug detection and analysis equipment was provided to the customs authorities. In Egypt, UNDCP provided the Anti-Narcotics General Administration with computer equipment to further improve its intelligence system, radio-communications equipment and related training, and technical equipment. In Jordan, the Anti-Narcotics Department of the Ministry of the Interior was provided with vehicles and specialized equipment.

104. A three-year project in China, budgeted at $US 5 million and aimed at helping the customs and police to control illicit trafficking in Yunnan Province, was extended by a year to mid-1992. A UNDCP project review mission undertaken in 1991 found that the project was achieving positive results and recommended further assistance of a similar nature within the framework of the subregional strategy for South-East Asia.

105. In Malaysia, a new law enforcement project was drawn up and is expected to begin in 1992. It includes the provision of computer equipment to enhance intelligence capability and a large training component.

106. UNDCP awarded a grant to the South Pacific Chiefs of Police Conference to organize a four-week training course on the suppression of illicit drug trafficking, to be held at Pago Pago, American Samoa, in the first half of 1992.

107. In the Caribbean, a regional training project for customs officers was launched in 1991 with the involvement of the Caribbean Customs Law Enforcement Conference. Under the project, basic fax facilities will be supplied so that rapid communication links can be established between customs services of the region.

III. FUND-RAISING ACTIVITIES

108. One significant development in 1991 was the cash contribution received from the Government of Italy of $US 31.6 million, equal to its 1990 contribution, enabling UNDCP to continue implementing a number of multi-year projects in Asia, Latin America and northern Africa.

109. In 1991, the German Government increased substantially its contribution providing $US 8.3 million for use, in part, in various projects in Latin America and South-West Asia.

110. The Government of Sweden made a cash contribution of $US 7.9 million in 1991, part of which was applied to joint UNDCP/WHO and UNDCP/ILO programmes.

111. The Japanese Government significantly increased its contribution, bringing it to $US 3.2 million in 1991, and expressed its interest in funding activities under the subregional strategy for South-East Asia.

112. The United Kingdom contributed $US 3.2 million in 1991, largely for strengthening forensic laboratories in the Caribbean, and for programmes in Ecuador, India and Nigeria.

113. The Netherlands contributed $US 2.4 million in 1991, part of which was allocated to the drug prevention programme in the Netherlands Antilles and to rural development activities in Pakistan.

114. The cash contribution received in support of UNDCP operational activities from the United States Government amounted to $US 2.4 million in 1991.

115. Following earlier contributions for projects in Africa, the Government of Finland contributed $US 2.3 million for a programme for the prevention of drug abuse in eastern and southern Africa.

116. France further increased its contribution to UNDCP, providing $US 1.8 million in 1991 to be applied in part to projects in Africa and the Caribbean.

117. In addition to its financial support of UNDCP activities in South-East Asia, the Government of Norway allocated $US 1.7 million in 1991, part of which was applied to the rural development/income substitution project in the Lao People's Democratic Republic.

118. In 1991, the general purpose contribution of the Government of Australia to UNDCP for the period 1991-1992 amounted to $US 1.1 million.

119. Other contributions received from States in 1991 included $US 870,000 from Canada, $US 651,000 from Switzerland, $US 364,000 from Spain, $US 356,000 from Denmark and $US 305,000 from Belgium.

120. The Commission of the European Communities contributed $US 198,000 in 1991 in support of UNDCP activities.

121. Total cash contributions received in 1991 amounted to $US 69.1 million. That figure does not include pledges made by a number of countries (for example, $US 15.1 million by Germany and $US 4.5 million by the United States), which are reflected in document E/CN.7/1992/CRP.10. While a number of countries increased their voluntary contributions to UNDCP, the bulk of the financial support to the Programme still came from a small group of donors:

75 per cent of the voluntary funds provided, which made up approximately 92 per cent of all resources available, was contributed by only four countries; and one Government alone contributed 46 per cent of the voluntary funds.

122. In 1991, UNDCP endeavoured to diversify its sources of funding for operational activities and encouraged more regular contributions - a strong, reliable funding base being necessary for the Programme to effectively exercise the functions entrusted to it and to plan its activities.

123. Greater financial support, with increased contribution levels and numbers of donor countries, will enable the Programme to enhance international drug control efforts and will have an exponential impact on results, especially in the area of operational activities.

Notes

1/ United Nations publication, Sales No. E.91.XI.4, para. 8.

2/ United Nations publication, Sales No. E.91.XI.6.

3/ See Official Records of the Economic and Social Council, 1987, Supplement No. 4 (E/1987/17), chap. V, sect. C.

4/ See Report of the International Conference on Drug Abuse and Illicit Trafficking, Vienna, 17-26 June 1987 (United Nations publication, Sales No. E.87.I.18), chap. I, sect. A.